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ABSTRACT

This report summarizes the work of five Minnesota organizations that received funding on a competitive basis to develop an integrated program of education, job training, and work experience for youth who have dropped out or who are at-risk of dropping out of high school. The report contains the following: (1) a brief description of the legislative history of the Minnesota program and the process by which grants were awarded and the programs developed; (2) analyses of the strengths and concerns in each of the five proposals; (3) a description of the three major components of each program (education, work experience--including the expansion of housing for homeless and very low income persons, and job readiness); and (4) a description of other legislatively required components of the programs (encouraging youth participation, maximizing parental involvement, providing support services for participants, developing a management plan for the housing units, and planning program evaluation). (The five organizations that had projects were The City, Inc.; the Anoka County Community Action Program; the Mankato Area Coalition for Affordable Housing; the Bi-County Community Action Program; and the National Youth Leadership Council.) (CML)

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FINAL REPORT TO THE LEGISLATURE

YOUTH EMPLOYMENT AND TRAINING PLANNING GRANTS

FEBRUARY 23, 1989

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EXECUTIVE SUMMARY

This report summarizes the work of five organizations which received funding on a competitive basis to develop an integrated program of education, job training and work experience for youth who have dropped out or who are at-risk of dropping out of high school. The program design meets an additional criteria that the work experience component involves the expansion of housing for homeless and very low income persons.

This report contains the following:

- A brief description of the legislative history of the program and the process by which grants were awarded and the programs developed.

- A one page analysis of the strengths and concerns of each of the five proposals. (This analysis was developed by the State Planning Agency in consultation with a Youth Employment Advisory Committee established specifically for this program.)

- A description of the three major components of each program. These components are: education; work experience (including the expansion of housing for homeless and very low income persons); and job readiness.

- A description of other legislatively required components of the programs. These secondary components include: the method for encouraging youth participation; the method for maximizing parental involvement; support services for participants; management plan for the housing units developed; and a plan for program evaluation.

Two major issues surfaced during the development of the proposals. The first issue involved a question of whether the program was primarily a youth employment program or a low-income housing program. While the intent of the program was to serve both goals, discussions with the Youth Employment Advisory Committee and with the author of the legislation indicated that if the two goals should come into conflict, the goal of furthering the education and job training of the youth was primary.

The second and related issue involved the interpretation of the requirement that the work experience result in the expansion of low-income housing for homeless and very low-income people. Again, after discussions with concerned parties, it was decided that not all participants had to do the physical work of rehabilitating low-income housing. Work experience jobs should,

however, have a connection with low-income housing and/or programs for homeless people. This decision gave one project in particular, Bi-County Community Action Agency (BI-CAP), needed flexibility in program design. BI-CAP has, for instance, included jobs at local Housing and Redevelopment Authorities as potential work experience sites.

A brief description of the five projects follows:

The City, Inc. -- The City, Inc., an alternative high school located in South Minneapolis, offers a range of programs for at-risk youth. They have proposed a small program for five students. The program would fill a gap in the services they offer -- a program for physical students who learn best in a hands-on setting. The City, Inc. would work with Project for Pride in Living (PPL), a non-profit housing developer located near the school. PPL would provide the work sites for the students. The grant sought from the state would primarily pay for the salary of one individual who would serve as carpenter, mentor, and teacher. The City, Inc. ran a pilot project as part of their planning process.

Anoka County Community Action Program* -- The Anoka Community Action Program (CAP) has experience in developing low-income housing projects. The Anoka CAP has worked with the Anoka County Job Training Office and the Anoka-Hennepin School District to design their proposal. The school district will identify at-risk youth. The Job Training Council helped to design the job readiness training for the program and will provide priority access to services for program participants. ACCAP operates the Carpenter's Union Pre-Apprenticeship Program and will place student work crews on work sites under the supervision of the Pre-Apprentice program. Anoka ran a pilot program as part of their planning process.

Mankato Area Coalition for Affordable Housing -- The Mankato Area Coalition for Affordable Housing (MACAH) operates The Welcome Inn, a transitional housing program. MACAH has secured two homes in Mankato under a special arrangement with HUD. Students would work to bring HUD-leased homes up to code. The homes would provide transitional housing for women in the short-run; in the long-run they would be sold to low-income families. MACAH has worked with the alternative high school in Mankato and Blue Earth County officials to develop their proposal. MACAH would contract for a work experience coordinator to provide job training/job readiness for students and to help them with eventual job placements. The planning process resulted in the development of a pilot project for summer, 1989, using community resources.

Bi-County Community Action Program* -- Bi-County Community Action Program (BI-CAP) covers Beltrami and Cass Counties. Their proposal includes the creation of an alternative high school, partially funded through school aids. The program would

include participation of the existing Cass Lake Area Learning Center. Planned work experience projects include rehabilitation of homes under an arrangement with Farmers Home Administration. Other projects would include jobs at local Housing and Redevelopment Authorities, Community Development Agencies, etc. BI-CAP would develop a housing-related job directory. The student would have the responsibility to apply for their work experience position. Rural Minnesota Concentrated Employment Program (CEP), the local Job Training Partnership Act sponsor, will provide roughly $100,000 for student stipends.

National Youth Leadership Council The National Youth Leadership Council (NYLC) is a non-profit organization based in the Center for Youth Development and Research at the University of Minnesota. The mission of NYLC is to develop service-oriented youth leaders. NYLC has proposed a program based on the Youth Service Corp model. Youth would work the equivalent of four days per week and attend a GED program or other continuing education program one day per week. A project coordinator would work with the St. Paul Housing Information Office to establish appropriate work sites. They plan to work with government and non-profit agencies to establish contracts for youth training crews to work on construction projects along side skilled tradespeople. At the end of a six month program, youth would receive a $1,000 tuition credit for continuing education.

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* The federal Economic Opportunity Act established Community Action Programs (CAP's) in the 1960's. CAP's operate a wide range of anti-poverty programs including energy assistance, weatherization programs and Head Start.

LEGISLATIVE AUTHORITY AND PURPOSE

The 1988 Minnesota Legislature authorized the State Planning Agency to administer the Youth Employment and Training Planning Grant program (Minnesota Laws 1988, Chapter 686, Article III). The planning grants program funded, on a competitive basis, the design of employment and training programs for youth at risk of not finishing high school. The legislation required that: 1) the work experience portion of the program result in the expansion of residential units for homeless and very low income persons; and 2) participating youth continue to work toward their diploma or GED. The Legislature appropriated $80,000 for the program, restricting individual grants to $20,000. The legislation also required that at least one grant go to an organization in Minneapolis, one to an organization in St. Paul, and two to organizations outside the metropolitan area.

REQUEST FOR PROPOSALS

Following the guidelines in statute, the State Planning Agency (SPA) prepared a request for proposal (attached). Working with other agencies, SPA developed a mailing list of approximately 750 potential applicants. The list included Community Action Agencies, alternative high schools, Community Colleges, Vocational-Technical Institutes, JTPA service providers, high school superintendents, non-profit housing developers, recipients of youth intervention grants, board members of the Minnesota Coalition for the Homeless, and others. Applicants had four weeks to put together a proposal; the RFP mailing went out on June 22, with an application deadline of July 27. SPA also published a notice in the State Register. The deadline was necessarily short in order to leave the maximum amount of time for those organizations awarded grants to design their programs.

REVIEW PROCESS

The legislation authorizing the planning grants established an advisory committee to review the requests and make recommendations to the Commissioner of the State Planning Agency. The 13 member advisory committee consisted of six state agency members and seven public members. The state employees represented the Office of Jobs Policy; the Housing Finance Agency; and the State Board of Vocational-Technical Education; and the Departments of Education, Human Services, and Jobs and Training. The public members represented labor, local educators, community groups, consumers, local housing developers, youth and homeless persons. The legislation required that at least three of the public members be from outside the metropolitan area.

Nine requests for funding were received: one from St. Paul, three from Minneapolis, one from Anoka and four from Greater Minnesota. Members of the advisory committee received copies of each request and rated them according to the scoring system outlined in the Request for Proposal. The Advisory Committee met on August 10 to discuss the requests and make recommendations to the Commissioner. The committee recommended funding five requests; the Commissioner concurred. The recipient organization, the amount of the grant and a contact person follows:

1) The City, Inc., 1545 East Lake St., Minneapolis, MN 55407. Grant award: $17,500. Contact: Jody Shelledy, 612-724-3689.

2) The National Youth Leadership Council, Center for Youth Development and Research, 386 McNeal Hall, University of Minnesota, St. Paul, MN 55108. Grant award: $17,500. Contact: Jim Kielsmeier, 612-624-3700.

3) Anoka County Community Action Agency, 8008 N.E. Highway 65, Spring Lake Park, MN 55432. Grant award: $17,500. Contact: Pat McFarland, 612-784-2443.

4) Mankato Area Coalition for Affordable Housing, c/o the Welcome Inn, 415 South Broad St., Mankato, MN 56001. Grant award: $17,500. Contact: Keith Luebke, 507-387-4061.

5) Bi-County Community Action Agency, P.O. Box 579, Bemidji, MN 56601-0579. Grant award: $10,000. Contact: Jim McGill, 218-751-4631.

Those organizations awarded grants received confirmation by letter the week of August 15. Though it took slightly over a month, on the average, to process the grants, organizations could charge expenses beginning September 1. Each grantee, therefore, had four and a half months to prepare their final report by the legislative deadline of January 15.

SITE VISITS

Between November 28 and December 12, 1988, staff of the State Planning Agency made site visits with each grantee. Summaries of these visits were prepared and distributed to Advisory Committee members in preparation for an informational meeting scheduled for December 15.

INFORMATION SHARING MEETING

The Advisory Committee held a half day meeting on December 15 to hear progress reports from each of the grantees. The meeting gave advisory committee members a chance to ask questions of grantees prior to reviewing their final reports. The meeting also gave grantees a chance to share information with each other

about problems they had encountered and potential solutions. The contract required each grantee to submit rough drafts of their project report on December 15. Rough drafts were shared with the Advisory Committee at this meeting.

REVIEW OF ROUGH DRAFTS

State Planning Agency staff reviewed the rough drafts and provided written comments to each grantee about desired clarifications and changes. Advisory Committee members had an opportunity to provide any comments or concerns to the grantees.

REVIEW OF FINAL REPORTS

Each grantee submitted their final report by January 17, 1989. Copies of the reports were distributed to the Advisory Committee members for their review. The Advisory Committee met on February 3, 1989, to discuss the merits of the proposals. Only five of thirteen advisory committee members were able to attend the meeting, due in large part to inclement weather [temperatures fell below -20 F.] Staff made follow-up phone calls to Advisory Committee members who did not attend the February 3 meeting to solicit their comments.

While staff received a good sense of the various strengths and weaknesses of each proposal, the "consensus" on a funding priority is not as clear. Advisory Committee members did not have a chance to share their insights in a group setting where various pieces of information may have influenced a member's perception of a given proposal. Attendees at the meeting on February 3 gave high ratings to proposals from BI-CAP and The City, Inc. Phone conversations produced very strong support for the Mankato and Anoka proposals. Advisory Committee members almost universally rated the National Youth Leadership Council as the lowest priority; staff concurs with that assessment.

Using comments from the advisory committee meeting and notes from phone conversations with committee members, a list of the strengths and concerns of each proposal was developed. Because the Advisory Committee did not arrive at a consensus on a ranking of proposals, they are listed in order of their budget request beginning with The City, Inc. ($46,000) and ending with the National Youth Leadership Council ($450,000).

REPORT TO THE LEGISLATURE

The legislation authorizing the Youth Employment and Training Planning Grants required the State Planning Agency to report to the Legislature on February 15, 1989. The following constitutes that report. Copies of the final reports of each of the grantees are attached. Where a page number is mentioned parenthetically in this text, it refers to that page in the grantee's final report where the information cited may be found.

FUNDING IMPLEMENTATION OF PLANNING GRANTS

If the Legislature wishes to continue with the implementation of any of the proposed projects, the following criteria may be used to determine funding priority. The criteria are listed in order of importance.

1. Support for High School Completion and the Continued Education of Participants: Plans that indicate an ability to both keep students in high school and encourage them to work toward receipt of their diploma (or its equivalent) should receive highest consideration for available funds. Measures to evaluate support for education should include: indication of participation by educational organizations in the planning process (including accreditation of work experience projects); support services for participant's continued education; intervention plans for students in the program who experience problems in school; integration of education into the work experience project; and the rate at which participants progress toward their diploma.

2. Housing Experience of Participant Organization: Plans should demonstrate they have solidified the participation of organizations experienced in housing development. Measures to evaluate housing experience should include a list of completed projects. This measure will give a lower rank to plans from areas of the state that have limited resources for low-income housing. These programs face the additional burden of demonstrating they have the capacity to acquire and rehabilitate low-income housing in their community. An equally important measure should be the level of commitment by the housing organization to accommodate the needs of the youth and the program.

3. Job Readiness: Programs should improve participants' opportunities for future employment. Measures used to evaluate job readiness should include: a plan to assess the job related needs of participants; the provision of job search skills; assistance in job placement; and clearly identified opportunities in the field of training.

4. Coordination/Leveraging Community Contributions: Plans should demonstrate coordination with existing community programs. Measures to evaluate the level of coordination should include: indication of community participation in the planning process; financial contributions to the implementation of the program; and in-kind support of staff or materials to the project.

5. Geographic Distribution: To the extent that funds are limited, projects should receive funding so that various models may be tested in urban, suburban and rural areas.

THE CITY, INC. -- Annual Request: $46,000

Strengths

1. Experience/Targeting The City, Inc. has a strong reputation and a history of serving at-risk youth. Of the five projects, this one appears to be prepared to serve youth with the greatest needs. The City, Inc.'s partner in the program, Project for Pride in Living, has a strong reputation and an established track record in producing low-income housing.

2. Pilot Project As a part of their planning process, The City, Inc. operated a pilot program. This pilot helped them to identify, in a concrete way, needed adjustments in their program design.

3. Carpenter as Mentor One Advisory Committee member applauded the recognition in the report from The City of "the importance of finding a journeyman carpenter, not only skilled and knowledgable in the trades, but also able to teach adolescents who have experienced significant failure in the past [page 5.]"

4. Credits The program came up with a creative way to determine credits for the course based on a combination of attendance, work related attitudes and skill development. (see page 7)

Concerns

1. Lack of Stipend This is the only proposal that does not provide a stipend to the student for their work experience. The final report addresses the issue. They provide for alternative work incentives (tools, etc.). They felt it would be necessary to pay union scale which would make the program cost prohibitive. Still, some reviewers found the lack of a stipend a weakness.

2. Work Experience Some method for evaluating the outcomes of student work crews on PPL housing would improve program design. A secondary concern was raised about giving students successfully completing one six-week term (working half days) the option to re-enroll in subsequent terms to work full days. Some reviewers thought this provision would conflict with the need to keep students working on core courses. One option suggested was limiting the number of terms a student could "work" full time.

3. Student Support Services Some reviewers raised concerns about the "staff heavy" budget and the fact that more money was not put into student support services. Reviewers more familiar with the program at The City, Inc. indicated that support programs were already in place as a part of the school's ongoing efforts; the final report did not adequately reflect those services.

ANOKA COUNTY COMMUNITY ACTION PROGRAM (ACCAP) -- Annual Request: $100,000

Strengths

1. Excellent Cooperative Effort The project represents a cooperative effort between ACCAP, the Anoka County Job Training Center, Anoka-Hennepin School District #11 and Carpenter's Local Union #851. Representatives from each of these groups, along with a student and a parent, formed a steering committee for the design of the proposal.

2. Pilot Project As a part of their planning process, ACCAP ran a pilot program with eight students. This pilot helped them identify modifications in their program design. ACCAP is still in the process of evaluating the pilot. One measure -- pre and post-testing with the carpenters union pre-apprenticeship math test -- indicates participants improved in their math skills.

3. Potential for Job Placement Since the planned Youth Employment and Training program is so closely tied with ACCAP's Carpenter's Pre-Apprenticeship program, participating youth have an excellent opportunity to move into further training in the trades and eventually find work in the field.

4. Description of Competencies The ACCAP report provides a thorough and thoughtful description of the "competencies" developed by participants in the program. (see page 21-23 and appendices)

Concerns

1. Budget Description The budget description does not do a good job of linking costs with participants and activities (education, job readiness, housing, etc.).

2. Means of Building Acquisition/Housing Outcomes Concerns were raised about the general description of how the program would acquire housing for work sites. It is not clear how many units the project plans to rehabilitate; their evaluation component has no housing target. (Reviewers familiar with ACCAP indicated confidence in ACCAP's ability to acquire units; targets or some estimate of availability of units under various programs would be helpful.)

3. Other Work Site Outcomes The program includes work opportunities in areas such as weatherization which do not result in the expansion of housing units, but in improved housing conditions for low-income residents. Some method of evaluating the outcomes of student work projects would improve program design.

MANKATO AREA COALITION FOR AFFORDABLE HOUSING (MACAH) -- Annual Request: $277,000

Strengths

1. Summer Pilot Project/Community Organizing The cooperative planning process for this program was so successful that, regardless of state funding, they will operate a small pilot project in the summer of 1989. Nine participants will be selected and funded by Blue Earth County Employment and Training Office through their Summer Youth Employment Program. Other local civic organizations will help provide funding. Such a pilot will help identify problems and improve program design. One reviewer indicated that the coalition building process described in the Mankato report is one they would like to replicate in their community.

2. Parent Involvement/Level of Detail Several reviewers commented on the positive aspects of the parent involvement/mentoring component of the plan (see pages 15-16). In general, the Mankato report provided a level of detail about program operations that indicated a very thoughtful approach (e.g. letters to parents congratulating them on the selection of their son or daughter into the program, descriptions of extracurricular activities, etc.)

3. Use of Rehabilitated Buildings In the short term, the project calls for use of the rehabilitated buildings in the newly developed women's transitional housing program; on the long term, they plan to buy the rehabilitated units and sell them to low-income people.

Concerns

1. Budget/Lack of Identified In-Kind Contributions The budget does not reflect commitments from other funding sources. It does not break out costs in education, job training and work experience components. Further, it does not indicate who is paying for management services for the rehabilitated units and what that will cost.

2. Housing Experience MACAH has not have an established track record for working on housing projects. This will be a new venture. One reviewer suggested the need to contract for someone to help with the paperwork for the housing acquisition. If funded, MACAH may need other housing related technical assistance.

3. Adequate Work Sites for Students If delays in housing acquisition becomes an issue, then students in the program would not have adequate work sites. (Other programs, such as Anoka and BI-CAP, have identified alternative work projects in the community to address this contingency. Alternative work sites may include working for local shelters, the Housing and Redevelopment Authority, etc.)

BI-COUNTY COMMUNITY ACTION PROGRAM (BI-CAP) -- Annual Request: $301,000

Strengths

1. Coordination with Rural Minnesota CEP Rural Minnesota Concentrated Employment Program (CEP) is the local Job Training Partnership Act (JTPA) prime sponsor. They have expressed a willingness to enter into On-The-Job training contracts for the two instructors who will coordinate the housing rehabilitation under this program. BI-CAP also projects that 40% of student stipends (roughly $100,000) will be funded through CEP resources.

2. Area Learning Center Proposal The project includes the creation of an Area Learning Center. The reviewer from the the Department of Education indicated that BI-CAP's proposal addressed many of the issues outlined in the High School Graduation Incentives legislation and the Area Learning Center legislation passed by Minnesota in 1987.

3. Crisis Intervention Fund The program design includes a crisis intervention fund of $250/student to cover emergencies for which existing programs do not pay. The fund may cover food, clothing, shelter, transportation, etc. BI-CAP would document funding gaps prior to using the crisis fund. Other strengths noted by reviewers included a salary increase of $.10/hour/credit earned and the structure of the parent advisory committee (based on the Head Start model).

Concerns

1. Scope of Proposal The reasons for creating an Area Learning Center go beyond the needs of the kind of student who would fit into this employment and training model. It is questionable whether this program is the right mechanism for funding the Center. Reviewers noted, however, that it would be unfair to penalize the proposal because the area lacked a needed service (that is, an alternative high school.) Roughly two-thirds of the funding for the educational component will come from school aids.

2. Student Supervision Some at risk youth would be placed in work experience in the community (i.e. Housing and Redevelopment Authorities, local shelters, etc.) These students will not necessarily receive the level of supervision as those students that work on the housing projects, nor will their supervisors necessarily have background in working with at-risk youth.

3. Transportation/Experience The program envisions working on the two to six foreclosed Farmers Home Administration homes units that become available each year in the two county area. Depending on their location, BI-CAP may face some difficult transportation issues. Housing acquisition and rehabilitation will be a new venture for BI-CAP.

NATIONAL YOUTH LEADERSHIP COUNCIL -- Annual Request: $450,000

Strengths

1. Builds on Existing Model The National Youth Leadership Council has worked over the years to promote Youth Service programs. This proposal applies the youth service model to the requirements of the legislation, emphasizing not only the benefits to the youth, but the fact that the youth has something to contribute to the community.

2. Team Approach Youth would train and work in teams. Youth would participated in a seven day training session in a retreat setting to work on team building, social awareness and basic life skills. The National Youth Leadership Council has experience in providing such training.

3. Tuition Credit A unique aspect of the National Youth Leadership Council Proposal is the provision of a $1,000 tuition credit to participants who successfully complete a 24 week program. This would enable individuals who may otherwise not be able to afford additional schooling to further their education.

Concerns

1. Vague The final report lists a number of potential participants but has few commitments. The report has a number of ideas about how the program should work, but no clear plan for implementation. The duties of the proposed staff are not clear.

2. Cost The program had the highest per participant cost of the five grantees: $450,000 for 20 year-round participants and 20 half-year participants. The budget does not identify costs by category: housing, work experience, etc.

3. Weak Education Component Participants would work the equivalent of four days a week and attend classes the equivalent of one day a week. One goal of the legislation was to have students work toward their high school diploma or its equivalent; classes one day a week seems to be a slow pace. Further, unlike other proposals, participants do not receive credit for their work experience.

BUDGET SUMMARIES

Project	Cost/year request	Avg. Daily Enrollment	Comments
The City	$46,000	5	Program fills a niche in a range of programs offered by The City. Major expenses include: 66% for a journeyman carpenter; 18% for transportation and equipment. Pilot project was their planning process. Only project where students do not receive stipend. The City ran a pilot project.
Anoka	$100,000	10	Major budget items include: 47% trainee-related costs (stipends, fringe, supplies and transportation); 23% for full-time coordinator; 15% for consultants (e.g. guidance counselor, job training, etc.) Anoka ran a pilot project.
Mankato	$277,000	25	Proposal will result in summer pilot project regardless of state funding. Major budget items include: 36% on staff (director; employment skills instructor; construction coordinator and crew leaders) 43% on student costs (stipends, day care, meals, etc.); and 17% on housing-related costs.
BI-CAP	$301,000	50	Proposal includes establishing an alternative learning center. Budget has roughly $100,000 each for housing, education and work experience component. Has identified other sources of revenue (school aids and MN CEP job training contracts) to reduce cost down from $680,000. Cost also reduced by use of non-construction related job sites.
NYLC	$450,000	20/20	Budget based on twenty students for one year and 20 for six months. Second year budget would be higher if program has 40 students year round. Major budget items include: 40% on staff (director, team leaders, clerical); 33% on student stipend and benefits; and 15% on tuition credits.

MAJOR PROGRAM COMPONENTS

The legislation authorizing the planning grants states: "Each program design must include education, work experience and job skills components."

EDUCATION

The legislation authorizing the planning grants states: "A program design must contain an education component that requires program participants who have not completed their secondary education to be enrolled in a traditional public or private secondary school, a suitable alternative school setting or a GED program. Program participants must be working toward the completion of their secondary education or literacy advancement." A brief summary of the education components of each grant follows:

The City, Inc.

The participants continue to study at The City alternative school on a half-day basis. Terms at The City (hexmesters) run six weeks. A teacher/student ratio of 1:12 allows for "individualized educational planning necessary for helping students accustomed to failure overcome barriers to school success. Students are enrolled a minimum of 5 hours daily, earning Minneapolis Public School (MPS) credit pursuant of a high school diploma [page 6.]"

Anoka County Community Action Program (ACCAP)

Students come from a variety of educational settings: Blaine Senior High, Coon Rapids Senior High, Anoka Senior High, the Area Learning Center, and GED programs. Counselors from the various schools will select participants. Students attend their home schools during the morning and work in the afternoon. Collaborating agencies also designed a remedial math program, focusing on fractions and construction geometry, which students attend one afternoon a week.

Mankato Area Coalition for Affordable Housing (MACAH)

Most students will attend the alternative high school. Students still attending a traditional high school may also participate in the program. Students attend class in the morning and participate in the work experience in the afternoon. As a result of the initial intake and assessment, an individualized project

contract will be written for each student; this contract will include the student's educational requirements.

Bi-County Community Action Program (BI-CAP)

Students will either attend the proposed Area Learning Center in Walker (25 students) or the existing alternative high school in Cass Lake (25 students). Students will spend one to four hours in class per day. The project also proposes providing five work experience slots for students at the Chief Bug-O-Nay-Ge-Shig School. As part of the enrollment process, a personal learning plan will be developed for each student. Not all students that attend the area learning center funded under this proposal will participate in the work experience component. Since students will move in and out of the Center, they will need to over-enroll in order to maintain the caseload projected for the work experience portion of the project.

National Youth Leadership Council

"Development of an appropriate personal education plan will be mandatory....Participants will be required to be enrolled in some school setting. For youth lacking high school graduation, a plan for pursuit of their GED will be expected. Pursuit of full high school curriculum and graduation could be an option for some [page 14.]" Participants will work the equivalent of four days a week, with one day per week spent in formal education through one of the many individualized remedial programs available in St. Paul.

WORK EXPERIENCE

The legislation authorizing the planning grants states: "A work experience component must be included in each program design. The work experience component must provide vocational skills training in an industry where there is a viable expectation of job opportunities and a training subsidy or stipend may be provided to program participants....The work experience component must be designed so that work projects result in the expansion of residential units for homeless persons and very low income families, and must include direct supervision by individuals skilled in each specific vocation. The program design must include an examination of how program participants may earn credits toward the completion of their secondary education from their participation in the work experience component."

No grantee undertook the task of defining which industries had "a viable expectation of job opportunities." The more overriding consideration in program design was the requirement that work

experience expanded residential units for the homeless and very low income families. The issue of "viable expectation of job opportunities" is recast for the purposes of this report as "job placement" and discussed in the following section on Job Readiness Skills. A brief description of the work experience component of each grant follows, including information on stipends, housing projects, student worker supervision and credits for work experience.

The City, Inc.

Stipend: The proposal from The City was the only one which did not include a student stipend. They state, "we could neither pay union scale wages, nor would want to compete with union workers by paying participants a lower wage [page 4.]" They also noted that participants on public assistance may have their grant affected by the stipend. The proposal includes other incentives. "Short-term rewards are necessary to enccurage the students to persevere; such rewards/incentives may include the 'right' to wear a tool belt upon completion of tool-using competencies or to do more enjoyable work as the youth progresses, the earning of tools that the student may keep, earning a lunch for being to work X days in a row and other such ideas that motivate students and mark work well done [page 7.]"

Housing: Project for Pride in Living (PPL) provides the housing projects. PPL operates a non-profit Construction and Development Program through which it "buys and rehabilitates or builds new single and multi-family housing units and sells them at subsidized prices to low and moderate income families and individuals [page 2.]" Potentially, students "have the opportunity to acquire work experience in a variety of areas related to the renovation of a house, i.e. demolition, insulating, rough carpentry, sheet rocking, painting and landscaping. Additionally, they have the opportunity to observe first hand the work of a variety of building trades professionals, e.g. plumbers, electricians,..." etc. [page 7]

Supervision: The five students in the program would work under the supervision of a journeyman carpenter.

Credits: Students who work a half day (three hours) may receive 1.5 elective credits for the work experience portion of the program. Elective credit is assigned by the journeyman carpenter according to the following criteria: ".5 elective trimester credits for maintaining 80% attendance or better, .5 credits for exhibiting competencies of work related behaviors and attitudes, and .5 credits for gaining competency in skills and knowledge specifically related to the building trades. Credit potentially doubles for full day participants [page 7.]"

Anoka County Community Action Program (ACCAP)

Stipend: The program would pay a stipend of $4.50/hour for time on the work crews. Students work in the afternoon, 3.5 hours per day, four days a week. One afternoon per week, students attend classes on carpentry math, job readiness and independent living. ACCAP proposes a bonus for successful completion of the program based on $4.50/hour times the hours spent in the afternoon class one afternoon per week.

Housing: ACCAP has been very successful in acquiring housing properties that would provide work experience sites. Their acquisition plan includes: using FHA foreclosed property; using existing state and federal housing program; use of properties purchased by governmental units that need to be relocated; and other methods (see page 15). A major project for youth in the pilot was Forest Park, an independent group residence in Coon Rapids for slightly retarded, very low income adults. Students helped to renovate a large single family residence moved to its existing site from Fridley. The house became available as a part of a county highway improvement project. On the pilot project, "all youth were given an opportunity to rotate through a variety of work experiences, including general carpentry, warehouse work, painting and staining, weatherization and residential rehabilitation, and landscaping [page 17.]" Students also worked on ACCAP's low income weatherization crews.

Supervision: In the pilot project run under the planning grant, students worked in ACCAP's Carpenter Crew System. ACCAP maintains three crews consisting of a Journeyman, an Apprentice and a Pre-Apprentice.

Credits: The school district has agreed to provide academic credit for the traineeship.

Mankato Area Coalition for Affordable Housing (MACAH)

Stipend: All students begin at $3.75/hour. The student will receive a $.05 per hour increase in wages for each quarter of the job training component they complete. Additionally, students will receive a second $.05 per hour increase in salary for each quarter of academic coursework that they complete with a grade of C or better. If a student participates in the program for a full year and receives all salary increases, they would earn $4.05/hour by their final quarter. Participants who have received Alternative Service from the courts could complete those hours through this project; such participants would not receive wages.

Housing: MACAH is working with the federal Department of Housing and Urban Development (HUD) to lease foreclosed

(Work Experience Component, cont.)

properties at $1/year. In return, MACAH must bring the units up to code. MACAH recently signed their first two contracts with HUD. On the short term, MACAH will use these units for use by their women's transitional housing program. In the long term, they plan to buy the units from HUD and sell them to low-income people. MACAH has looked into alternative funding sources. One funding source has indicated a willingness to provide a down payment for acquisition of a house. Further, a survey of area churches is in progress. "Many churches own homes that are used infrequently or [are] empty, and several congregations have indicated an interest in leasing or selling these properties [page 27.]" The project envisions student work crews assisting in the rehabilitation of six units during the first year. The program would offer five areas of specialization: general construction, plumbing, wiring, construction management, and interior design and finish work.

Supervision: There will be one Crew Leader for each of the five areas of work experience offered. Each work crew will consist of roughly five students.

Credit: Students will receive 1/4 elective credit per quarter for their participation in the vocational training part of the program (minimum of 15 hours per week).

Bi-County Community Action Program (BI-CAP)

Stipend: "Base pay for the students will be either the federal minimum wage or the state minimum wage--whichever is greater. Students will be employed 16 hours per week during the traditional school year and 32 hours per week during the summer months. Salary increases will be computed at the rate of 10 cents for each academic credit earned [pages 37-38.]"

Housing: BI-CAP will work with the Farmers Home Administration (FmHA) to acquire their housing projects. "Under terms of the FmHA's Homeless Pilot Project, nonprofit organizations may lease properties from FmHA for up to three years at a nominal rate of $1/year....The nonprofit must bring the properties up to habitable standards and assume responsibility for repairs, maintenance," etc. [page 21.] BI-CAP anticipates the availability of 1-3 properties per county per year under this program. Roughly 20 students would receive work experience on the rehabilitation of these units. As mentioned above, other job sites will be developed. [Note: The Youth Employment Advisory Committee and the State Planning Agency viewed the approach taken by BI-CAP to develop job experiences relating to low-income housing as consistent with legislative intent of the planning grants.]

(Work Experience Component, cont.)

Supervision: The project anticipates 16 slots in housing rehabilitation. Those students will work on four person crews. Two Construction Specialist/Instructors will supervise two work crews apiece. Four additional positions will work on support services relating to the housing rehabilitation. These students "will be supervised by individuals with sufficient work experience and/or formal training to be considered an expert in the field [page 35.]" Other organizations providing work experience opportunities would have to provide appropriate supervision. A work experience coordinator would monitor the student's work activities on a weekly basis.

Credits: Students may receive up to two elective credits for their on-the-job work training experience.

National Youth Leadership Council

Stipend: Participants would receive a weekly stipend of $80 for the equivalent of four days work. "Health screening and care will be provided to uninsured trainees through a health coverage package [page 17.]" As mentioned above, successful participants would receive tuition credits at the end of the program.

Housing: "For youth ages 18 and over, training will focus on two or three of the construction trades, (carpentry and painting have been suggested), and will be experienced on a specific construction site [page 17.]" Appropriate work sites will be determined and scheduled in collaboration with the Housing Information Office and with development projects involving the St. Paul Housing Division [page 18.]" "On days when construction work is unavailable, youth will assist in programs which serve homeless persons, such as food kitchens or shelters. Some participants, because of age (ages 16-18)...cannot work on a construction site. They will be trained in support related fields which provide supplemental services to the homeless or to other corpsmembers, such as child care, housing information and referral..." etc. [page 15.]

Supervision: "During the start-up period, the project coordinator will establish contracts with government or non-profit agencies to have training crews work on construction projects alongside skilled tradespeople [page 16.]

Credits: The plan does not provide for participants to receive credit toward a high school diploma for their work experience. If they do not have their high school diploma, however, they would spend one day a week working toward their GED.

JOB READINESS SKILLS

The legislation authorizing the planning grants states: "A job readiness skills component must be included in each program design. The component must provide program participants with job search skills, placement assistance and other job readiness skills to ensure that participants will be able to compete in the employment market." The final report from The City provided this insight: Students will gain "valuable work experience that will prepare them to be successful in whatever career field they may chose. Learning to be at work on time, to be prepared, to follow directions, to work cooperatively, to work safely are processes that will enable students to be successful at any job [page 8.]" A summary of the job readiness skills component of each grantee follows.

The City, Inc.

Job Search Skills: Participating students will enroll in a job seeking/job keeping course taught by the Employment Coordinator of The City, Inc. Students may either take this course concurrently with the work experience or in the term following their time spent on the job site. "While enrolled in this course, program participants not currently employed will be assisted by the Employment Coordinator in job search [page 6.]"

Job Placement: Project for Pride in Living has expressed interest in hiring successful participants in their summer youth program. Discussions with local unions have attempted to revive an initiative that would use program participants for "summer apprenticeships prior to the 12th grade and part-time work during their senior year, potentially leading to full-time work in the building trades following graduation [page 8.]" "Although yet to be initiated, negotiations with private contractors will be necessary if job opportunities are to become a reality for minorities, women and other youth at risk of remaining unemployed [pages 2-3.]"

Anoka County Community Action Agency (ACCAP)

Job Search Skills: Students will go through a pre-assessment that will examine participant competency in writing resumes, filling out a job application, etc. The program will also evaluate a participant's work maturity (punctuality, attendance, etc.) through contacts with previous employers. One afternoon a week, students participate in a remedial math and work readiness program that will include job search skills and application skills and independent living skills. The course was designed specifically for this project by Anoka County Job Training Center in cooperation with the Anoka-Hennepin School District, ACCAP and the Carpenter's Union. A staff person from the Job Training Center will provide the job readiness skills training.

(Job Readiness Skills Component, cont.)

Job Placement: "ACCAP, a union contractor, has an established apprenticeship program with a strong emphasis on identifying and recruiting low income and other disadvantaged workers [page 17.]" If appropriate, ACCAP will grant priority to successful trainees to its pre-apprenticeship program. Further, the "project Coordinator/Mentor will work with trainees both during and after their traineeship to work towards job placement for those students who are not continuing their education. Those choosing to enter the work force will receive priority service through the Anoka County Job Training Center. Those desiring to pursue a career in carpentry or related field will be assisted by the union business agent in securing employment with private contractors. For those students who remain in school after completing the traineeship, the Project Coordinator/Mentor will meet with each student at least once during the subsequent semester [page 26.]"

Mankato Area Coalition for Affordable Housing (MACAH)

Job Search Skills: The project includes a half-time Employment Skills Instructor certified by the state of Minnesota as a Vocational Education instructor. The employment skills course will be offered following the student's academic (morning) course work each school day. The syllabus is set up for students to participate for a full year. The first quarter covers identification of personal goals and assets, the second quarter covers application and interview skills, the third quarter covers job skills and attitudes, and the fourth quarter covers independent living skills.

Job Placement: "Job placement assistance will be offered to the students in their final academic quarter in the project. [During that last quarter,] the students hours on the job site will decrease to encourage the student's job search and to provide them with more hours during the work week to approach prospective employers. In preparation for this, the Employment Skills Instructor will network with area tradespeople, construction firms, and union representatives. The Employment Skills Instructor will begin developing these contacts at the beginning of the project, and will provide written documentation of the project to them on an ongoing basis [page 20.]"

Bi-County Community Action Program (BI-CAP)

Job Search Skills: As previously stated, BI-CAP plans to expand their work experience options to include community internships in areas relating to low-income housing. BI-CAP staff will develop a job listings booklet for those jobs. "It is BI-CAP's intent that the work experience component mirror the world of work as accurately as possible. Consequently, it shall

be the student's responsibility to identify those positions they would like to apply for. The students will then contact the prospective employer, complete the employer's job application, and schedule an interview. If selected, the student will begin work. If not, the student will implement the process with another employer [page 37.]" The work experience coordinator will provide individual assistance in helping students securing one of the listed jobs.

Job Placement: BI-CAP raised concerns regarding the viability of future job placement in the field of carpentry in the two county area. They raised a secondary concern that they may not be able to generate enough housing projects to allow all interested students to work directly on rehabilitation efforts. To address both concerns BI-CAP proposes to develop job experiences in related fields, such as "housing inspectors, data entry clerks, clerical/reception, inventory control clerks, bookkeepers, client intake," etc. [page 34.] Local shelters, Housing and Redevelopment Authorities, and a Community Development Corporation have expressed interest providing these work experience slots.

National Youth Leadership Council

Job Search Skills: Corpsmembers participate in a one week orientation process that includes personal assessments and work on self-esteem and team building. "The level of employment-skills training will be determined by individual career assessment and development counseling along with the day to day mentoring and advice from team leaders....Referrals will be handled by participating job-training and placement agencies [page 3.]" (Unlike other proposals, this program has no formal classroom component for job search skills; it uses resources existing in the community.) Job search skills are also linked to job placement efforts (listed below).

Job Placement: "Placement assistance and counseling will be available as training requirements are satisfactorily met....As course completion nears, training will emphasize services available to help determine appropriate placement. Corpsmembers will be assisted in identifying job options, apprenticeship programs, and other training options....The National Youth Leadership Council, the union's Joint Apprenticeship and Trainee Committee (JACT), the Saint Paul Technical Institute, and programs funded through the City's Office of Job Creation and Training will be available sources to help youth with their transition to work and further training [page 17.]" Students would also receive a $1,000 tuition credit for successfully completing a six month program (Corpsmembers successfully completing an additional six months would receive another $1,500 tuition credit.) While not a job placement component of the plan, the credit would further improve participant job readiness.

OTHER GRANT REQUIREMENTS

Besides the major program components already described, the legislation funding the youth employment and training planning process requires some additional details. These additional requirements include descriptions of: how to encourage youth to particpate in the program; how to maximize parental involvement; how students will receive needed support and social services; how housing units developed under this program will be managed; and how the program will be evaluated. Descriptions of how each grantee addressed these requirements follows:

METHOD FOR ENCOURAGING TARGETED YOUTH TO PARTICIPATE IN THE PROGRAM

The City, Inc.

The City Alternative High School will make the program an option for any student enrolled at the school for at least six weeks and who is 16 years of age or older. As previously discussed, students at The City have already experienced some problems in a traditional school setting and are at risk of dropping out.

Anoka County Community Action Program (ACCAP)

As previously mentioned, the pilot operated by ACCAP used guidance counselors from the Anoka Hennepin School District to identify at risk students from: the Area Learning Center (alternative high school); Anoka, Coon Rapids and Blaine High Schools; and the GED program. They would implement the program using the same method.

Mankato Area Coalition for Affordable Housing (MACAH)

"The identification and referral of youth appropriate for the program will primarily be the responsibility of the Mankato area agencies that serve this population, many of whom have already been active in the planning of the project....The agencies that will be at the core of this identification and referral system will be Blue Earth County Human Services (including social services and financial services), Blue Earth County Employment and Training, the District #77 School System (including West high School, East High School,and the Alternative High School), Blue Earth County Community Corrections, State of Minnesota Job Service, Minnesota Valley Action Council, and the Welcome Inn Transitional Living Center [page 10.]" MACAH also has prepared draft brochures and promotional posters, attached as an appendix to the report.

(Method for Encouraging Youth Participation, cont.)

Bi-County Community Action Program (BI-CAP)

BI-CAP and participating school districts will assume responsibility for coordinating the public relations and outreach activities. Outreach activities will include, at a minimum: 1) identification of targeted youth; 2) communication with targeted youth through both a mailing and personal contact by school personnel; 3) public service announcements; 4) public speaking engagements; and 5) coordination with other human service providers. As part of their planning grant, BI-CAP wrote local human service providers to solicit their participation. They received a significant positive response from organizations ranging from county social service agencies to a local youth shelter (see pages 43-44).

National Youth Leadership Council

"Youth targeted by the project -- the best and the brightest of the neediest -- will be recommended by social service workers and educators in the community, based on pre-determined criteria including the at-risk status of the youth's family relationship ....Risk factors such as the following will be considered when enrolling youth: parent unemployment; single-parent household; divorce, death or other disruptive family relationship; disturbed living arrangements such as eviction or mortgage foreclosure; poor school affiliations; and inappropriate peer loyalties. Local social service agency staff and educators will be informed about the type of participant the program is enrolling and will work with project staff to identify potential enrollees [page 12.]"

MAXIMIZING PARENTAL INVOLVEMENT

The City, Inc.

The City, Inc. has an ongoing parent council for the purposes of keeping parents informed of their son or daughters progress, of making parents aware of the opportunities and challenges facing the school and of soliciting parental feedback. The program (called Pride in the City) has been an agenda item of the Parent Council and they have endorsed the concept. Parents of program participants receive information both through a description sent home with the student and through a home contact made by the Employment Coordinator. "Parents of program participants are encouraged to tour the work site and will be an active part of program evaluation [page 9.]"

Anoka County Community Action Program (ACCAP)

ACCAP's plan for parental involvement includes: 1) an orientation session with both student and parent(s) where they will receive a written program overview (goals, expectations, discipline policy and phone contacts for questions or problems); 2) an open house where parents can view the work environment and see the results of project; 3) random phone calling to parents to encourage support and to give them a chance to express their concerns; 4) sending a copy of a student's progress evaluation to the parents emphasizing progress and areas of needed improvement.

Mankato Area Coalition for Affordable Housing (MACAH)

MACAH's plan for parental involvement includes: 1) involving parents, with their son or daughter, in the initial application process (parents will receive background materials and staff phone numbers to call in case they have questions); 2) upon acceptance into the program, not only will the student receive a letter, but their parents will receive a letter congratulating them on their son or daughters acceptance and encouraging their support; 3) a monthly newsletter will be sent to each student's family to update them on the program; 4) when a student is having difficulty, staff will have a meeting, that will include the student's parents, to discuss the problem; and 5) open houses to give parents an opportunity to view the work projects. MACAH will also establish a mentoring program to provide support to those students who, for a variety of reasons, do not have the support of their parents.

Bi-County Community Action Program (BI-CAP)

The BI-CAP proposal calls for a parent advisory committee similar to that of a Head Start center. "Each of the Area Learning Centers will maintain a parent advisory committee which shall meet quarterly. Committee members will receive a $20/meeting allowance. This allowance is necessary for parents to meet child care and transportation costs which otherwise may be barriers to their participation [page 8.]" The committee will consist of nine members, at least half of whom have youth presently enrolled in the center. The remaining members will be parents of students who previously attended the center.

National Youth Leadership Council

Involvement of community agencies throughout the selection and training process will often increase professional contact with parents and other family members and encourage greater family

(Maximizing Parental Involvement, cont.)

participation. Periodic gatherings will be held where parents and other support persons are also invited and encouraged to attend. The family members will be encouraged to benefit from the community support services available to the young person as well as services specific to the needs of parents or other family members....Youth activities will be videotaped and excerpts may be shown at family or community meetings if the youth choose [page 13.]"

MEANS OF PROVIDING SUPPORT SERVICES AND SOCIAL SERVICES TO TARGETED YOUTH

(See also the description of Job Readiness services in the work experience section.)

The City, Inc.

This issue is not addressed in the final report from The City. To reiterate, however, The City needs to deal with a wide range of social service needs for all of its students. It has those social service connections already in place. (It is not at risk status that qualifies a student at The City for this program; all students are at risk. This program would fill a niche for a physical student who is a "hands-on" learner.)

Anoka County Community Action Program (ACCAP)

The program "will utilize the professional services of Anoka Hennepin District staff and the Anoka County Job Training Center to respond to the educational and job readiness needs of these youth. In addition, we propose to hire a full time Project Coordinator/Mentor which will work individually with the selected youth. The Agency will make appropriate referral to community services for counseling, treatment and related services [page 25.]" The project also calls for a 1/4 time guidance counselor slot for an individual who is experienced with this population. The counselor will prepare the individual education plan which will be the basis for for services provided to the student.

Mankato Area Coalition for Affordable Housing (MACAH)

"In the screening process, a concerted effort will be made to identify project applicants with family, mental health, chemical dependency, financial or other concerns that may impact the individual's ability to reach a level of success in this project. If the individual is admitted to the project, the Project Director, the project participants, and their parent(s) (if appropriate) will develop a plan to address this specific

concern [pages 8-9.]" Program participation will depend on compliance with the plan. Participants will complete a release of information form that will allow their support service provider to contact program staff should the participant not comply with recommendations. The project will use services provided by: Blue Earth and Nicollet Counties (mental health, social service, and financial assistance); School District #77 (school psychologists and social workers); and private sector service providers as participants are financially able. The MACAH budget includes allowances for child care.

Bi-County Community Action Program (BI-CAP)

"To meet the social service needs of the students, a Life Skills Counselor will be available on a part-time basis. An average of 1/2 hour per week of social service contact time shall be allocated for each student [page 13.]" The Life Skills counselor will help link students needing services with local human services providers. "Approximately $250 per student has been allocated to provide crisis intervention services. The Life Skills Counselor shall be responsible for the distribution of these funds on an as needed basis. Typical needs may include: child care, transportation, shelter, food, clothing and medical services. These funds shall only be used, however, when it is documented that alternative resources are not available [page 14.]"

National Youth Leadership Council

"Ongoing support and social services will be provided by identifying, recruiting, and choosing the participating youth through their own community agencies, such as the community centers, health clinics, development organizations, schools and district councils. Once a youth is chosen, representatives of one or more of the neighborhood agencies will be identified to continue tracking the well-being of the youth in relation to his/her family, living arrangements, and community. Agreements will be developed with appropriate local community agencies for in-kind contribution to provide community support and monitoring by an already available local youth worker....If qualified, these persons could be community volunteers such as retired teachers or other interested persons with good human services skills [pages 12-13.]" The Board of Directors of the project and community professionals will determine the criteria for the contract terms for following through with participants.

MANAGEMENT OF HOUSING UNITS DEVELOPED

The City, Inc.

While students involved in the pilot project worked on housing for resale to low-income families, PPL also maintains some housing as rental property. PPL operates a self-sufficiency program which they make available to all tenants in the properties which they manage.

Anoka County Community Action Program (ACCAP)

"The housing units that are owned, leased or managed by ACCAP are operated under policies adopted by the ACCAP Governing Board [page 15.]" The Board includes low-income area residents. ACCAP will often contract for management services. In the case of Blaine Women's Transitional Housing, for instance, RISE Independent Living Skills Program and Alexandra House provide management services.

Mankato Area Coalition for Affordable Housing (MACAH)

"The management plan of all rehabilitated units has been developed with the participation of prospective residents. This process will be ongoing, and new residents will be involved in evaluating the management plan after living in a rehabilitated unit for a minimum of 30 days [page 32.]" The Board of Directors of MACAH will have responsibility for management and oversight of the units developed under this project. Various agencies will provide referrals for the rehabilitated housing, including the Welcome Inn Transitional Living Center, the Committee Against Domestic Abuse, and Life-Work Planning Center (an education and support program for displaced homemakers). As outlined in statute, units will be allocated in priority order to: 1) homeless families with at least one dependent; 2) other other homeless individuals; 3) other very low income families and individuals; and 4) families or individuals that receive public assistance.

Bi-County Community Action Program (BI-CAP)

The Board of Directors of BI-CAP will have responsibility for management of any units rehabilitated under this program. BI-CAP will provide outreach services for persons needing shelter. Area human services agencies will provide referrals. The outreach worker will assess the severity of the situation and implement a crisis intervention plan. Options may include use of existing shelters, emergency shelter payments (one month's rent), or relocation assistance. If alternative services fail to meet the identified need, housing units rehabilitated through the youth employment project will be used. Priority use of the rehabilitated units will follow the same statutory guidelines indicated above in the Mankato plan.

(Management of Housing Units Developed, cont.)

National Youth Leadership Council

"At this time, there is no intent to acquire property in the name of the organization. Property ownership and management will be the responsibility of other agencies, such as non-profit housing developers, private developers contracting with the City [St. Paul], or the Public Housing Agency. These choices and will be made in collaboration and agreement with City housing staff [page 16.]"

EVALUATION

The City, Inc.

The City, Inc., outlines three broad goals for the program participants: progress toward high school graduation; increasing employability; and job placement. The program sets out the following performance goals in an effort to establish a baseline to measure the success of the program. The criteria may need to change in subsequent years to more accurately reflect experience. Objectives include:

1) 60% of participants will earn a minimum of 2 hexmester credits in academic course work as rated by teachers;

2) 60% of participants will earn a minimum of 2 hexmester credits in work experience as rated by the carpenter/ supervisor;

3) 60% of participants will earn one elective credit in a course in job keeping/job seeking skills as rated by the employment coordinator; and,

4) 75% of participants earning credit in the job keeping/job seeking course will be employed within one month of completion of the course.

"Objectives will be measured on a six and twelve weeks basis and reported to the Executive Directors of The City, Inc. and PPL quarterly. In addition to such objective measures, student participants and their parents will evaluate the program on a six week basis [pages 9-10.]"

Anoka County Community Action Program (ACCAP)

ACCAP outlines four basic goals for their program participants: drop-out prevention; job placement in the areas related to training; improved work readiness/job seeking skills; and improved math skills. The objective goals include:

(Evaluation, cont.)

1) 90% of program participants will graduate from high school;

2) 40% of participants will obtain "appropriate jobs" (jobs related to training experiences) while 20% will be sponsored into the Carpenters Union;

3) For those students graduating and not desiring additional education, 80% percent will be employed after 12 months of graduation at a livable wage.

4) 50% of students will significantly improve their math scores as measured by pre and post-testing; 70% will pass the Carpenters Union Apprenticeship math test.

The ACCAP plan also calls for subjective evaluation of the program, such as measures of student attitudes (see page 24).

Mankato Area Coalition for Affordable Housing (MACAH)

The Mankato project identified both housing and participant objectives. The project plans to rehabilitate four to six housing units in the first year. The project "will assist each program participant in reaching a minimum of one of the following measures of success [no specific targets were provided]:

- Completion of a high school degree (for those beginning the program with an 11th grade equivalency);
- Completion of all courses enrolled in during the program (for those below an 11th grade equivalency);
- Completion of the Work Experience/Job Training component and all related course work; and,
- Obtaining employment upon program completion [page 7.]"

The planning process resulted in the development of a summer pilot project. Evaluation of that pilot project will help identify potential problems in implementing the program. The evaluation plan (page 35) calls for a number of subjective evaluation measures, such as exit interviews with students.

Bi-County Community Action Program (BI-CAP)

"The project shall be evaluated through a self-assessment process. A self-assessment team will be formed and charged with the responsibility of conducting the evaluation [page 46.]" Members of the self-assessment team will include center

principals, representatives from the parent advisory committee, the work experience coordinator, students, site supervisors, a representative from Rural Minnesota CEP, a representative from Bemidji Central Labor, and others. The center principals will have the primary responsibility for coordinating the self-assessment. The project plans to rehabilitate 2-6 housing units. The project outlines an extensive list of parameters to consider in the evaluation of the program, such as number of graduates and credits earned, etc. [The parameters do not include specific targets.]

National Youth Leadership Council

"Public/Private Ventures, the foremost evaluator of Service Corp. programs, has agreed to evaluate the St. Paul Corps. Each component of the program will be evaluated separately for its part in meeting the overall objectives of the program [page 20.]" Program components to be evaluated include: method of youth selection; results of the orientation training; meeting basic skill needs; vocational training methods; work site experience; effect on family stability; and an increase in affordable housing units. The program will include entry and exit interviews with participants. "Life skills, academic status, and self-esteem will be measured by using standardized instruments such as TABE tests and Self Observation Scales [page 20.]" Outcome measures will include: number and percent of corpsmembers completing work training, finding job placements, furthering their education, etc. [Evaluation does not include any targets.]

SUMMARY OF NEEDS

The legislation did not require that the final reports contain information on community needs. Since some grantees provided the information, it is summarized here.

Youth at Risk

The City School -- The City takes students "who have dropped out of the public school system, are expelled or significantly behind their age cohort in credits or academic grade level, or are returning to the community from a correctional facility. During the 1987-88 school year with a total enrollment of 214 students, 80% of the school population were minority, 78% had criminal justice system involvement, 82% lived in single parent households or independently, and 38% of female students were mothers or pregnant. 100% of students were at risk of not completing a high school education due to family dysfunction... articipation in gang activities, drug abuse," etc. (page 1)

Anoka County Community Action Agency -- During the 1986-87 school year, 342 students in Anoka-Hennepin District #11 (or 4.5% of all students) left school before the end of the school year. In 1987-88, 374 students in Anoka-Hennepin District #11 left school: 108 dropped out of Anoka, 118 from Blaine, and 190 from Coon Rapids. Of those 416, 135 enrolled at the Area Learning Center (ALC). The ALC serves students who have dropped out during previous years as well as the study year. During 1987-88, 225 students enrolled in the ALC day program and 250 enrolled in the night program; 93 students dropped out of the ALC. (page 6-7)

Mankato -- Since the 1982-83 school year, an average of 39 students drop out of Mankato's two high schools and alternative high school every year (pages 1-3). The alternative high school began the 1988-89 school year with 94 students; at mid-year the enrollment had dropped to 75.

Bi-County Community Action Program (BI-CAP) -- Beltrami has 244 drop-outs and 224 students at risk of dropping out; Cass County has 177 drop-outs and 224 students at risk of dropping out (October, 1988 BI-CAP survey). (pages 1-4)

National Youth Leadership Council -- Final Report contained no data.

Housing Needs

The City School -- The program would renovate homes in the Phillips and Powderhorn neighborhoods of Minneapolis. Both neighborhoods have a large number of abandoned houses.

Anoka Community Action Agency (ACCAP) -- Anoka County's "diversity includes communities that are predominantly inner city, first tier suburban, second tier suburban, suburban fringe, urban/rural mix, general rural service area, rural center, and freestanding growth centers. This range of development patterns combined with the rapid growth experienced in Anoka County has placed pressure on the availability of affordable housing in Anoka County" (page 9). "An increasing number of families seen through ACCAP's emergency housing assistance programs must use in excess of fifty per cent (50%)...of their incomes to secure and maintain housing. This reliance on the majority of disposable income for housing causes emergency situations, i.e.: car repair, illness,...to occur with more frequency and to jeopardize or terminate the continued maintenance of housing" (pages 9-10).

Mankato Area Coalition for Affordable Housing -- "During the early 1980's, Mankato lost an estimated 400 single room occupancy units and few have been restored or created since that time. The lost units were primarily used by very low income clients, many of whom subsequently joined the ranks of those waiting for available public housing or section 8 certificates. Currently, the Mankato/Blue Earth County Housing and Redevelopment Authority has 265 individuals on its waiting list for housing and housing assistance" (page 3). The statewide "increase in homeless persons, particularly families, is reflected in those seeking emergency and transitional housing at the Welcome Inn Transitional Living Center in Mankato. When comparing 1986-87 figures to 1987-88...the total number of nights of shelter increased from 6,855 to 7,713." (page 4)

Bi-County Community Action Agency -- "BI-CAP serves 3,717 households through the Energy Assistance Program. Of those households, 361 households have income below 30% of the median income for the metropolitan area. Within this target group, 53% are renters and 47% are homeowners. The principal barrier confronting homeowners from the target group is the inability to maintain quality housing." (page 19). BI-CAP estimates that there were 909 homeless people in their service area in 1987: 695 in Beltrami County and 214 in Cass County. The homeless included transients, burnout families and evicted families. "The problem, however, is not as visible as in the metropolitan areas. Here, the homeless frequently find shelter with relatives, friends, through local churches or at the House of Hospitality. One pastor has reported that he has had as many as 15 people sleeping in his basement who were in need of temporary shelter" (page 18). The House of Hospitality shelter served 341 clients in 1988.

National Youth Leadership Council -- "Areas suggested because of community and developer interest in housing rehabilitation and the low income status of some residents are the East Side, Payne-Arcade, West Side, North End, Frogtown, and Summit-University" (page 16).